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Ontario

Ministry of Treasury, Economics
and Intergovernmental Affairs

DESIGN FOR DEVELOPMENT

PROSPECTS FOR THE LAKE ONTARIO REGION



June 1972

PHASE I:

A report on the issues, conflicts and trends
that should guide citizens, community leaders
and planners in shaping the region's future.

JUNE 1972

Ontario Ministry of Treasury, Economics
and Intergovernmental Affairs
W. Darcy McKeough, Minister
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ACKNOWLEDGEMENTS

This study could never have been produced without the co-operation and assistance of a great many organizations and individuals. The Regional Development Branch is especially grateful to the people of the region; the Lake Ontario Regional Development Council, particularly for its report entitled **Blueprint for Progress**; the Lake Ontario Regional Advisory Board; local elected representatives; industrial commissioners; tourist associations; planning agencies; manufacturing concerns and various government departments. Photographs were supplied by the Ontario Ministry of Industry and Tourism.

WHAT THIS REPORT HOPES TO ACCOMPLISH

The most important point to note about this booklet is this: although it deals with the question of how the Lake Ontario Region might best be developed, it is *not a plan* for the region's development.

Rather, it is an analysis intended to stimulate discussion about the future of the region, among the people who live and work there. It will be supported by a much longer, more technical paper resulting from two years of investigation and analysis. Copies of the technical report will be available on request.

This booklet presents a brief picture of development issues and conflicts as they are now evolving in the region, and an analysis of trends. It concludes with brief descriptions of development approaches which would never be applied in such "pure" or extreme form but which illustrate some of the issues to be faced up to in shaping the region's growth.

This is the fifth report to be written about regions in southern Ontario. Papers on the Niagara, Midwestern Ontario, Lake Erie and Toronto-Centred regions have already

appeared, and other papers on the Eastern Ontario, Georgian Bay and St. Clair regions, will be published shortly.

The Ontario Government expects that this report will provide a sound basis for the beginning of a long-term development plan for the Lake Ontario Region.

After this analysis has been widely discussed and further work has been done, the government will publish additional reports on the region, setting out specific policy recommendations and suggesting ways of acting upon them.

Once a plan has been agreed upon by all levels of government and by the people of the region, it will serve as a guide for governments, businessmen, industrialists, developers and others whose decisions affect the pattern and the future of the region.

The underlying aims of Ontario's program of regional development were set out in 1966, in a white paper called *Design for Development*. In it, the government announced that because economic growth and social development do not occur evenly throughout the province, a program was being initiated to guide, encourage and assist the orderly and rational development of each of the province's ten regions.

The fundamental aims of the program are to enhance the quality of life for the people of Ontario, to encourage private enterprise to prosper within a healthy and balanced community, to improve the effectiveness of provincial services in each region and to conserve our national resources for the benefit of all the people of the province.

THE LAKE ONTARIO REGION IN PERSPECTIVE

WHERE AND WHAT IT IS

The Lake Ontario Region is made up of the counties of Durham, Haliburton, Hastings, Lennox and Addington, Northumberland, Peterborough, Prince Edward and Victoria — an area of just over six million acres. It has a population of more than 370,000.

The region lies immediately east of the Metropolitan Toronto-Oshawa area, extending eastward almost to Kingston and northward into the Canadian Shield and Algonquin Park. It is thus traversed by the heavily populated corridor that swings up from Detroit through southwestern Ontario and Toronto and on to Montreal. Routes connected to this corridor also provide important links to the northeast and midwest areas of the United States.

Within Canada, the region feels magnetic pulls from two directions: one from Montreal to the east; the other — by far the stronger — from Toronto to the west. For this reason, the amount and direction of growth in the Toronto area will profoundly influence whatever can and should happen in the development of the Lake Ontario Region.

THE TORONTO INFLUENCE

Toronto is an important influence on the Lake Ontario Region in many ways. It is a major market for the region's manufacturers. It is a principal supplier of goods and services needed in the region. Week-end traffic flows heavily between Toronto and the region's recreation areas.

Toronto's influence on the region is so great, in fact, that the plans being developed for the Toronto-Centred Region already

cover the western portion of the Lake Ontario Region.

At least three major objectives of the Toronto-Centred Region concept bear directly on development of the Lake Ontario Region:

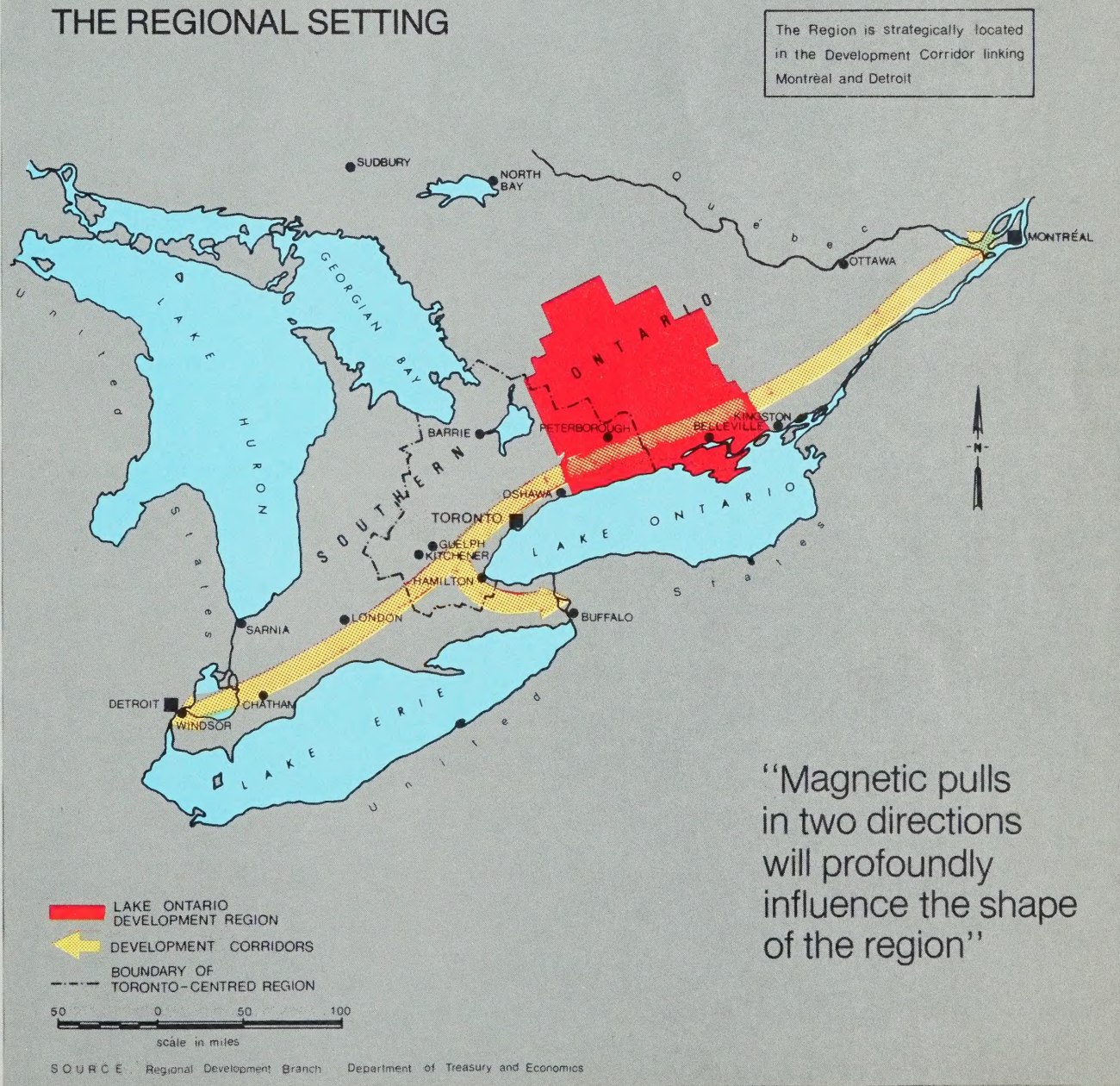
1. Bowmanville is to be included in a well-structured urbanized zone along the lake-shore to Hamilton, and the eastern part of this corridor is to be stimulated into growing more rapidly than it has been.
2. Growth is to be encouraged in key communities lying in the eastern part of the Toronto-Centred Region — such as Port Hope and Cobourg — where substantial growth can be accommodated.
3. Large tracts of land northeast of Toronto are to be maintained for farming, recreation, conservation and simply as open space. Rice Lake, the Trent Waterway and the Kawarthas are to be included in the recreation area..

Through a provincially sponsored municipal task force, the Ontario Government is seeking advice about this eastern growth area of the Toronto-Centred Region. This task force has been asked to recommend answers to three key questions — all of which have important implications for the overlapping western end of the Lake Ontario Region:

1. What is an appropriate development strategy for the Port Hope-Cobourg area? (A discussion of different strategies for the whole Lake Ontario Region begins on page 12.)
2. How readily could this area accommodate a rapid growth of population, trade and industry, and what implications would such growth have for municipal government?
3. What kinds of industries would be best suited to the development objectives set out for the area? (Attention is to be paid to environmental as well as economic considerations.)

Port Hope, Cobourg, Hope Township and Hamilton Township have already begun jointly to consider planning that would accommodate rapid increases in population and economic activity. Their strategies for the area will be designed to reinforce the strategies to be developed for the rest of the Lake Ontario Region.

THE REGIONAL SETTING



LAKE ONTARIO DEVELOPMENT REGION

LEGEND

- Regional Boundary
- - - Toronto-Centred Region Boundary
- County Boundary
- Principal Railroads
- Principal Highways
- Major Centres
- Towns and Villages
- - - - - Boundary of the Canadian Shield

5 0 10 20
Scale in miles



CAN THE REGION GROW AND CHANGE WITHOUT LOSING THE ADVANTAGES IT NOW ENJOYS?

The Lake Ontario Region, while not without problems, has much to offer its people and much to contribute to the prosperity of the province.

Even though it is located between Canada's two largest cities, the region retains a pleasant rural atmosphere. Residents have ready access to Montreal, Toronto and Ottawa, yet they do not have to live with big-city problems. Instead, they can make their homes in smaller cities, small towns or villages. Whichever they choose, they remain close to excellent outdoor recreation.

Most communities, as well, can boast long histories — in some instances they are among Ontario's earliest settlements.

The region, in short, provides a high quality of life.

Such attractions will likely draw many people to the region in the years ahead. Already, in the southern portion of the region, there is a discernible trend toward settlement by people who prefer to live in the country and commute, either daily or weekly, to the city.

This trend is likely to continue. As it does, the ensuing growth means a challenge to the people of the region: how can they accommodate this growth (which will, in turn, produce change) and still retain the region's attractive characteristics?

A CHECKLIST OF THE REGION'S MAIN FEATURES

As this map shows, the Lake Ontario Region consists of two distinct areas — the Canadian Shield to the north, and the lowland area, stretching south from the Kawartha Lakes to the shore of Lake Ontario. The difference between these two areas is so basic that the problems and potentials of the Canadian Shield area differ greatly from those of the lowland area.

Any discussion of the region's development should also take these points into account:

Population: Most of the region's people live in the lowland area, along two corridors — one formed by the Toronto-Montreal sections of Highway 2 and the Macdonald-Cartier Freeway (Highway 401); the other formed by the Toronto-Ottawa section of Highway 7. Even at that, rural residents make up almost half the region's total population.

Major cities within the region are Peterborough and Belleville. (For many of the specialized services and specialty goods they want, people travel to larger cities outside the region.) More localized needs are served by eight other communities: Bowmanville, Port Hope, Cobourg, Trenton, Picton, Napanee, Lindsay and Haliburton. Other smaller towns and villages serve even smaller surroundings.

Industry and jobs: Larger cities and towns have a good diversity of industry but smaller communities tend to rely on just one or two companies. Manufacturing provides the largest single source of jobs, employing about 25 per cent of all working people. Its growth, however, has been slow. Another 50 per cent of the work force is in a number of service industries, including construction, transportation, retailing, business and personal services, and public administration. Service industries are limited in variety because Toronto, Ottawa and Kingston are close enough to handle many of the region's needs.

Agriculture remains important in the region, but farming jobs are scarcer than they used to be. In the Shield area, some marginal farms have gone out of production; in the

lowlands, increased efficiency of machines has reduced the demand for manpower.

Tourism flourishes in many parts of the region, notably the Kawartha Lakes, the Trent Waterway, the Haliburton Highlands and the beaches of Prince Edward County.

Transportation: Road and rail links are excellent in the lowland area but are rather widely spaced in the Shield. A few lakeshore centres have port facilities. The region has no major airport; most of it is served by Toronto International Airport at Malton.

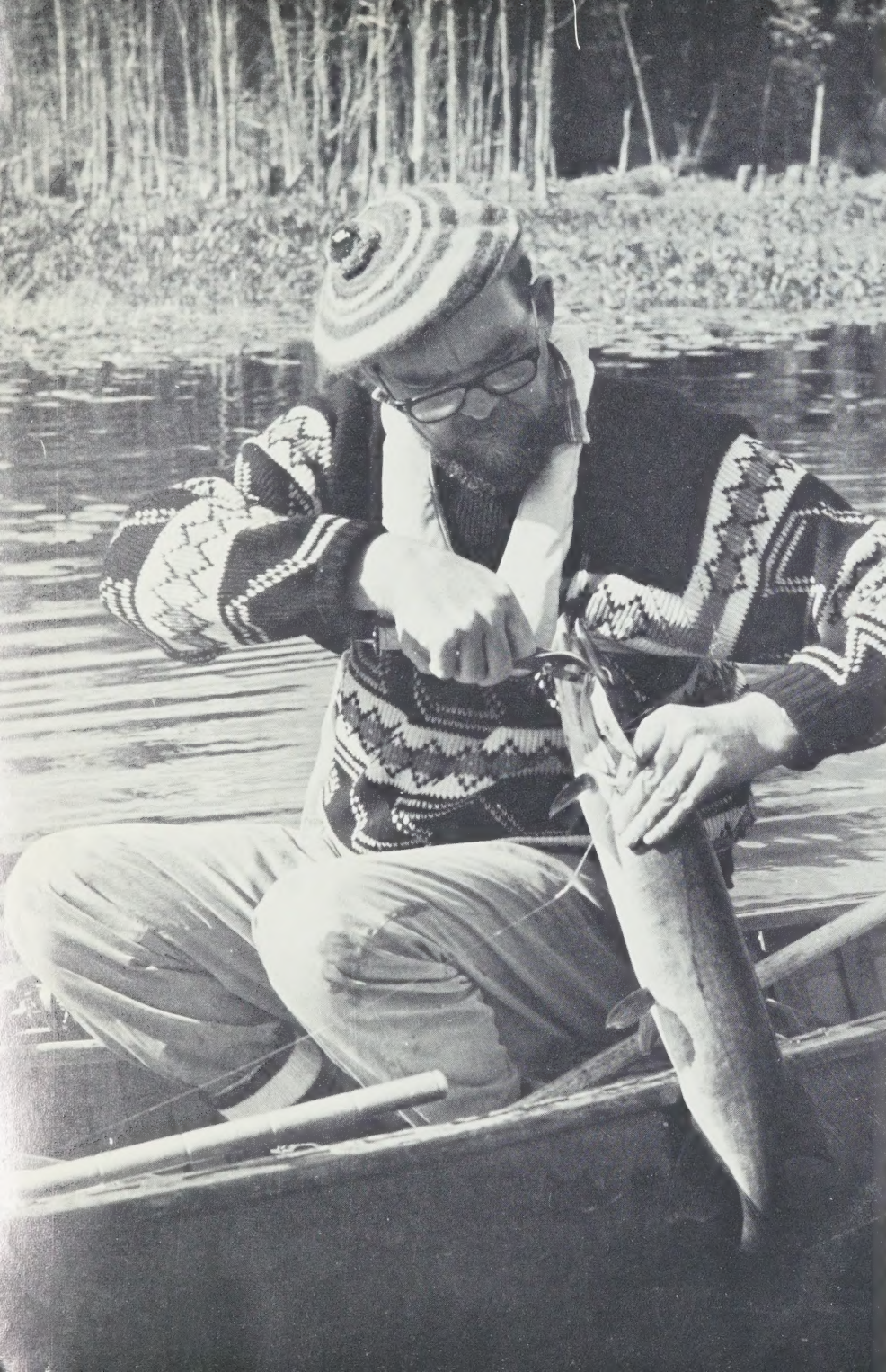
Social institutions: Among the region's educational, medical and cultural assets are one university (Trent at Peterborough); two community colleges (Loyalist at Belleville and Sir Sanford Fleming at Peterborough and Lindsay); 12 general hospitals; an opera house (the Victoria Hall at Cobourg); legitimate theatres (including the Academy at Lindsay) and three symphony orchestras.

Forests are plentiful in the Shield, and logging is important there.

Mining, though not of major importance to the region's economy, does produce iron ore, nepheline syenite (used in glass and ceramics), talc and ingredients for structural work, such as limestone for cement-making.

Local government consists of 126 municipalities, ranging from cities and counties to rural townships.

“The region's residents
enjoy big-city
access without
big-city problems”



CURRENT TRENDS:

SHIFTS IN POPULATION, INCREASING RECREATION, NEW KINDS OF JOBS.

With the assets described on the previous page, the Lake Ontario Region clearly has development potential that is yet unrealized. The region's attractions will become even more valuable as other areas of the province (especially southwestern Ontario) become more densely populated. One result will be pressures from new population, both permanent and part-time residents.

Meanwhile, economic growth will also occur. Some of it will come about as a natural result of the population increase, some will occur as the ties to Toronto are strengthened and some will take place as the new Toronto airport becomes fully operational. Even at that, specific measures may be necessary to encourage economic growth in the region. Only by developing an integrated economy will the region realize its potential and provide residents with their fair share of Ontario's future prosperity.

With that objective in mind, these trends become significant:

People are moving in two directions. Some are being attracted to live in the larger cities and towns to be near good shopping and entertainment and better jobs and services (such as medical clinics, colleges, better high schools and so on). In a contrary trend, other people, having greater mobility than they had a few years ago, are electing to live in the rural areas and commute to large

centres to shop and work. In the process, some farms are being subdivided into small "country estates".

As long as these two population shifts continue, small towns and villages are unlikely to grow. Some will remain as they are; others will decline.

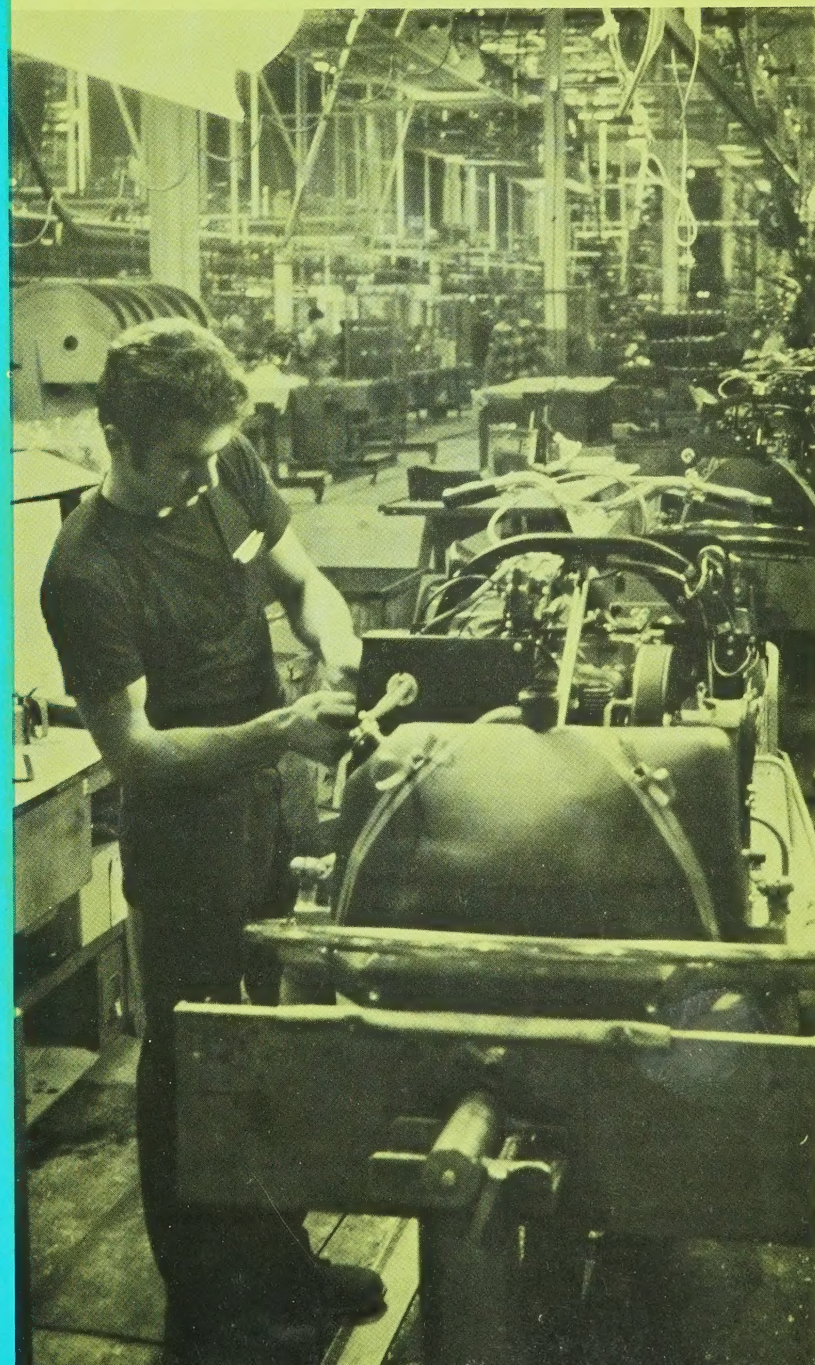
The population of the region as a whole will grow, reaching 500,000 or more by the year 2000. Much of this growth will be centred in five areas; Port Hope-Cobourg, Belleville-Trenton, Peterborough-Lindsay, Bowmanville (expansion of Oshawa), and south-eastern Lennox and Addington (expansion of Kingston).

The rest of the population growth, for the most part, will likely occur in rural areas within commuting distance of these five urban areas.

Recreation areas will be in greater demand than ever. Enjoying more leisure time and increased mobility, people from the region and elsewhere will make more use than ever before of such areas as the Kawartha Lakes, the Trent Waterway and the Haliburton Highlands.

More people will be working in service industries — and fewer will have jobs in agriculture and manufacturing. This trend is in keeping with a national shift toward a greater variety of services — retailing, personal services (such as barber shops), business services (such as advertising agencies and credit bureaus), tourist facilities, education, research and public administration. Although the region's manufacturing production will likely increase, jobs in manufacturing will not increase and may decline in number. Against that general trend, the Lake Ontario Region will find it increasingly hard to generate jobs in manufacturing. And so the industry with the region's greatest growth potential is tourism and recreation.

One important point to keep in mind, however, is this: While these trends are unmistakably taking shape at the moment, there is nothing inevitable about them. They can be changed or influenced by government action or other forces.



FOUR BASIC GOALS SUGGESTED FOR THE REGION— AND THE NEED TO MAKE CHOICES

Before it is possible to define the issues that any satisfactory regional plan must take into account, it is necessary to agree on what the ultimate goals for future development are to be. These goals are suggested:

1. To provide opportunities and encouragement for every person in the Lake Ontario Region to live a full and satisfying life.
2. To help the region achieve whatever level of economic development is best for it, taking into account that the province as a whole must also develop in an orderly and rational way.
3. To make sure that the region's development takes place in such a way as to protect and conserve the aesthetic and ecological qualities of the region's environment.
4. To design a structure of local governments that will be meaningful to the people of the region and that will have the authority and the resources to play their part in putting the regional plan into effect.

Agreeing on goals is a good basic step, but from these goals, new questions arise. What is a "satisfying life"? What level of development is likely to prove best for the region? How much does the environment need to be protected and conserved to satisfy the third goal suggested above? How much will these goals cost and who is willing to pay (and how much) in order to achieve them? ?

And so on.

A CLOSER LOOK AT THE REGION'S PROBLEMS— AREA BY AREA

Even with its good potential for future growth, the Lake Ontario Region faces several important problems. No regional plan, however well conceived and carried out, can solve all of a region's problems. But, given the right goals, it can help.

Some of the problems facing the Lake Ontario Region are more acute here than in other regions but few are unique to it. And so in some cases solutions that are best for this region will be ones that are also worked out for other regions or are perhaps acted upon at the provincial level.

Among the problems are these:

- Incomes are lower in the rural areas of the region than they are in the cities and towns. They are also lower than rural incomes in southwestern Ontario.
- Many parts of the region rely too much on a single industry. Thus, when people's tastes change or technological advances occur, a whole community or area may be immediately affected.
- Many firms, especially in the tourist business, find it hard to raise money for expansion.
- Pollution, especially of water, is a problem in many areas.
- Many small municipalities cannot cope with the demands made upon them because their tax bases are too small.
- There is a notable lack of effective planning, particularly in rural areas adjacent to towns and cities and in spots that are potentially good recreational areas.

- Competition among municipalities for industrial development leads to irrational and uneconomic growth.

Those are the region's problems in general terms; a more detailed examination shows that the region is so diverse that different areas have their own special problems. The most obvious differences exist between the lowlands and the Shield; but even within the lowlands, the larger urban centres face issues different from those of the rural areas, and the recreation areas of the Kawartha Lakes and the Trent Waterway pose a third set of problems.

THE LOWLAND AREA

This area — made up of all the region lying south of the Canadian Shield — has a well-established system of cities, towns and villages, a good transportation network, tracts of good agricultural land and some of the province's choicest recreational attractions. Growth has been slow compared to that of southwestern Ontario, but there is little doubt that this area will experience considerable population growth and considerable pressure on its recreational resources in future years.

Such growth must be accompanied by a wide range of new jobs and new educational and health facilities.

THE LOWLANDS' URBAN CENTRES

As the region develops, such lowland communities as Port Hope, Cobourg, Trenton, Belleville, Peterborough and Lindsay will become increasingly important. Other lowland communities, including Picton, Napanee and Bowmanville, will have significant roles to play in meeting the needs of their surrounding areas. How these centres will develop raises several important questions:

1. *What structure would best suit the population growth and economic growth that seem almost certain to occur?* Without proper planning to guide it, such growth could result in suburban sprawl, which

SUB-REGIONS



“With municipalities competing for industrial development, the result is irrational and uneconomic growth”

would inflate the costs of community services such as schools, roads, water-mains and sewers.

2. *How can increases in population be accommodated without incurring new problems of pollution?* In most large centres, water-mains, sewers and waste disposal systems are already working close to capacity. Expanding them is bound to be expensive.

3. *Can the larger cities and towns provide enough jobs?* Beyond the current needs of the unemployed, job demands will grow as the population rises. If those demands are to be met, the right industries must be encouraged to grow in the right way. Even if new factories open up, manufacturing will not necessarily provide many jobs; automation and other technology may take over much of the extra production. And so the job market must expand among industries not readily automated — retailing, personal and business services, tourism, research and administration, among others.

4. *How can cities and towns provide all the services the people from the surrounding areas need?* The lowland area of the region has one university and two community colleges now, but these will not handle all the future needs of the region as the population grows. And medical services — particularly hospitals — are already insufficient in some areas. How will the region manage to build enough new schools, colleges, clinics and hospitals for future needs? How can such facilities be made available to people living outside the cities and larger towns?

Seen from another perspective, the region's major communities face two basic tasks. First, to handle the increases in population they are almost certain to get, they must devise ways of structuring their own growth. Second, to overcome the unemployment problem they have inherited with the decline of rural work, they must look for ways of stimulating other kinds of economic activity.

THE LOWLANDS' RURAL AREAS

Parts of the lowlands consist of farms and

small communities serving very local areas. In recent years, some of this farmland has been sold to people who live there permanently or part-time, commuting to jobs in towns and cities. This trend, along with the general demand for more recreational facilities, raises these important questions:

1. *How desirable is the trend toward non-farmers living in rural areas?* Is it important to reserve such land for farming? If so, how and to what extent? If the trend is allowed to continue, how will rural municipalities manage to bear the increased costs for water-mains, sewers, garbage collection and other services? Can farmers and non-farmers, with their differing needs, attitudes and ways of living, be expected to exist harmoniously in the same rural region? If newcomers want to change old ways of doing things (by eliminating a gravel pit, for instance, or upgrading the standards of a local school), is it fair to resolve such issues by plebiscite? Is it good or bad if the newcomers inflate the price of land?

2. *How much change should be encouraged in the traditional way of life of the region's farming people in order to make agriculture more efficient and to raise farm incomes?* Many farms are inefficient now because they are too small or the land is poor or their farming methods are outdated. Yet many farmers have no other training and would find it hard to take up other occupations.

3. *What is the proper role of towns and villages in these parts of the region?* Their future at the moment seems limited because most of them rely on just one or two manufacturing plants and on small businesses serving a limited range of local residents plus a few tourists.

4. *How can the best use be made of recreational resources in the lowlands?* Tourist promotion could be stepped up here — for instance by introduction of "packaged" visits that might include accommodation plus hiking, riding, swimming and canoeing in the scenic areas and in the Bay of Quinte. However, pollution of Lake Ontario is de-

tracting from the appeal of Prince Edward County's beaches.

In short, the rural lowlands face two major issues. First, how to co-ordinate the different possible uses of the land; second, how best to link the rural areas to the growing cities and towns of the region so that all residents make use of an improved range of social services and enjoy better job opportunities.

THE KAWARTHAS AND THE TRENT WATERWAY

This area, one of the province's prime recreational assets, faces two major issues:

1. *How can the area handle the increasing demand for recreation without despoiling its natural resources?* These signs of serious trouble are already evident:

- Cottages are so crowded along some lake shores and river banks that sanitation systems work badly (causing water pollution) and public access to the water is severely restricted.
- Boats tend to overcrowd some stretches of waterway and leave other parts sparsely used.
- The four most popular water-based activities — boating, water-skiing, swimming and fishing — are sometimes in conflict with one another.

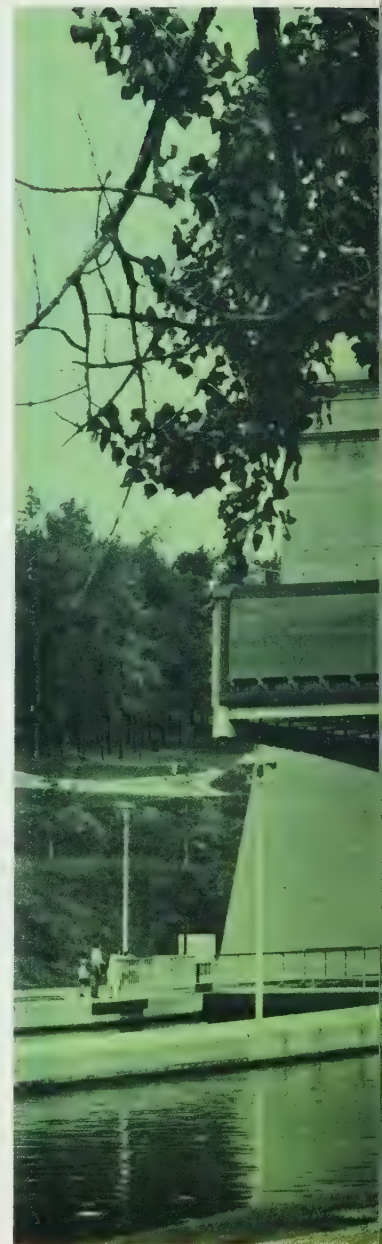
Such problems seem certain to grow worse unless the area adopts measures to control pollution and plan recreation.

2. *How can present tourist facilities be expanded and upgraded to meet future demand?*

Such improvements should be made not only to enable these areas to compete more effectively for the tourist dollar but also to provide jobs for local residents and improve local economies.

If they are to meet future demand, resort operators may have to develop a wider variety of attractions, particularly in rental units and all-inclusive "package deals" for short-term visitors.

To overcome the problem of the short summer season, some operators may find it





expedient to cater as well to winter-sport enthusiasts (especially skiers) and all resorts, winter and summer, may well find visitors demanding more sophisticated accommodation and facilities (such as elaborately furnished bars and gourmet dining) than have been standard fare for the region up until now.

However, the industry's small operators find it hard to upgrade and expand their facilities because they cannot obtain the necessary capital.

THE CANADIAN SHIELD AREA

The Canadian Shield area of the Lake Ontario Region has good potential for recreation and considerable forest resources. Growth of the area has been inhibited, however, by the size of its small and scattered population and by the limitations of its transportation network. These conditions raise five major issues:

1. *How can development of tourism be encouraged to meet the growing demand while improving local economies?* Among difficulties that currently inhibit growth are an accessibility that is relatively poor compared to those of competing areas; a short tourist season; and difficulty in obtaining capital for expansion.
2. *How much more private cottage development should be allowed?* As more cottages continue to spring up on shores of the Shield's lakes, public access is being reduced — and so is the potential for any large-scale tourist facilities, either publicly or privately built.
3. *How can the area's forest resources be more fully developed?* Any answer to that question must take into account the need to preserve the area's recreational resources.
4. *What kind of additional growth should be encouraged in the Shield area — and how extensive should that growth be?* The area faces unusually high costs in providing municipal services such as sewers and garbage disposal. The Shield's bedrock is so close to the surface that the lack of soil cover creates problems and expense in the

installation of municipal sewage systems. The thin soil cover can absorb only limited amounts of seepage from septic tanks or material left in garbage dumps.

5. *What roles are right for the Shield's leading communities?* As things are now, Haliburton and Minden function as tourist service centres and Bancroft is beginning to develop as a forestry centre. But all three communities are economically unstable, and their range of social services is limited. Few residents of the Shield area have ready access to any larger town where facilities are better. Should growth be stimulated in one or more of these communities to improve this situation?

6. *How accessible should the Shield area become?* This question is an important key to the other five questions. Greater access — mostly in the form of highways — would permit greater use of the area: more recreational opportunities, more economic development, more stable communities. On the other hand, the increased traffic would bring the pressures of more people — both vacationers and permanent residents — and both the quality of the environment and the area's present way of life would be affected.

DIFFERENT POLICIES FOR DIFFERENT AREAS

The Lake Ontario Region obviously has great potential. Its larger cities and towns seem certain to continue growing; its attractive recreational areas are capable of greater development; and intelligent enterprise and use can make even greater assets of its farmlands, its forests and its minerals.

Realizing all these potentials, however, will be a challenge, and different planning policies must be applied to different areas of the region.

In some areas, growth must be strongly stimulated; in others, growth will take place and need only be directed — though carefully so.

HOW DIFFERENT TECHNIQUES PRODUCE DIFFERENT PATTERNS OF GROWTH

The changes taking place in the Lake Ontario Region, along with its potentials and resources, indicate what pattern the region's development is likely to take in the future.

This pattern is far from inevitable, however. It can be substantially influenced by planning policies. These must recognize the influence of Toronto, but even recognizing this constraint there are still many possibilities open. This booklet does not set out proposed planning policies. Instead, having already described existing trends and potentials, it offers next a series of approaches to show how different techniques of encouragement and control can produce widely differing patterns of growth. The approaches described are in a deliberately simplified form so that their basic elements can be quickly and easily distinguished. In practice, they would have to be much more complex, drawing on many other ideas and incorporating conditions peculiar to the region. In the form described on the next few pages, however, these approaches should help residents of the region form their ideas for the best possible plan.

LIVING WITH PRESENT TRENDS

To understand the significance of different planning approaches that could be applied to the Lake Ontario Region, it is useful to understand first what shape the region would take in the years ahead if present trends were allowed to continue.

Highlights:

- Population would continue to increase in Port Hope, Coburg, Trenton, Belleville, Peterborough and Lindsay, and these centres would assume increasing importance to the region. However, they would not grow as rapidly as the average city or town in southern Ontario because their industries — manufacturing, trades and services alike — would be expanding only gradually.
- Substantial population growth would also occur in the Bowmanville area, as a result of the expansion of Oshawa and the development of the new international airport. Southeastern Lennox and Addington County would grow in population, too, as Kingston grew.
- Rural areas adjacent to these centres would also experience population increases, as more people moved out into the country to retire, to live part-time away from the city, or to commute daily from permanent rural homes.
- Most of the region's small towns and villages would remain stable or decline and, as now, would provide a very limited range of day-to-day needs (i.e. in shopping, trades, professions and other services).
- Strip or "ribbon" development might occur, particularly between Bowmanville, Port Hope and Cobourg and in the Belleville-Trenton and Peterborough-Lindsay areas. Such development would be difficult and expensive for the municipalities to service. This drawback would be aggravated by the manner in which new rural residents were dispersed.

"The present pattern of growth can be changed in many ways—depending on what the people want"

- Agriculture, while declining in the Shield area, would remain the predominant activity in the rural parts of the lowlands. However, the number of jobs in farming would continue to decline.

- Tourism would expand moderately, notably in the Haliburton Highlands, the Kawarthas, along the Trent Waterway and along much of the shoreline of Prince Edward County.

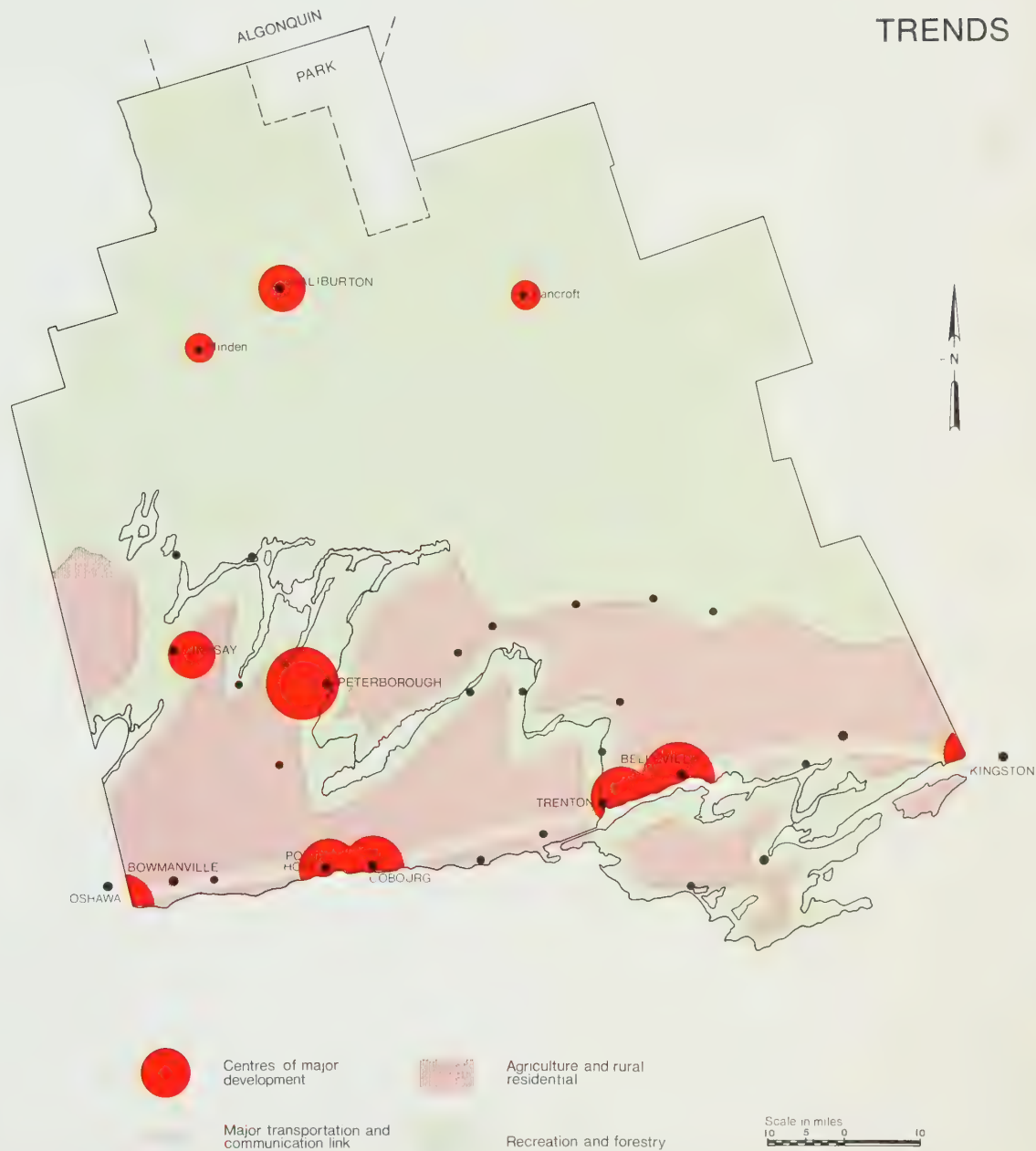
- Extensive cottage development, scattered around many lakes, would reduce the amount of land available for commercial tourist facilities and public uses.

- Industry would make increasing use of the Shield's forest resources.

- As growth became concentrated in certain areas, the municipalities affected would find it desirable to co-operate more closely. However, it is unlikely that any major restructuring of local government would occur.

Those, then, are the highlights of developments likely to take place if present trends were to continue. Now consider other approaches that could shape future developments in various ways, as described over the next six pages.

“The region's main centres would become more important, but most small towns and villages would remain stable or decline”





“Maximum dispersion
would make smaller
centres grow
—but would entail
large investments
of capital”



TECHNIQUE #1

One extreme way to reshape the development of the Lake Ontario Region would be to disperse growth as widely as possible.

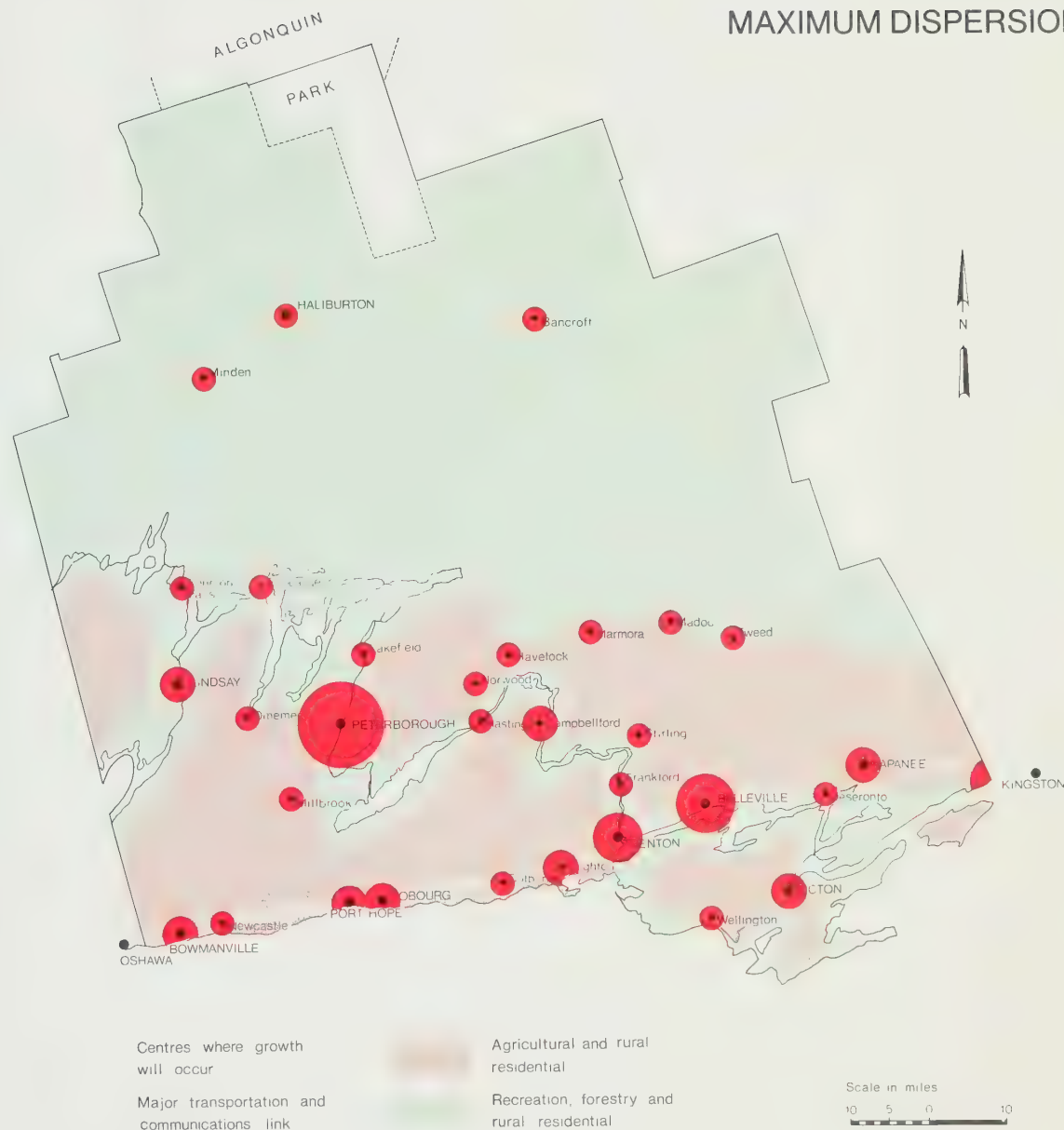
If this were done, the growth of the larger centres — Port Hope, Cobourg, Trenton, Belleville, Peterborough and Lindsay — would occur naturally. Growth would be encouraged in such centres as Picton, Haliburton and Bancroft, to increase the range of social facilities and jobs for residents of both Prince Edward County and the Shield area. This would require large investments of capital. Heavy investment would also be required in smaller manufacturing centres such as Campbellford, Frankford and Deseronto, in predominantly agricultural service centres such as Hastings, Millbrook and Wellington, and in predominantly tourist service centres such as Bobcaygeon, Fenelon Falls, Lakefield, Minden and Tweed.

Agriculture, while still declining in the Shield, would be encouraged to remain a major activity in the lowlands, providing jobs for most of the rural people. Growth of the forestry sector would be encouraged in the Shield, and tourism would be encouraged throughout all the best recreational areas.

With developments dispersed and the population scattered, roads, sewers, water supplies and other municipal services would become unusually expensive. In some instances, good recreational lands would be taken up for housing.

Since growth would occur throughout the region, the system of cities, towns, villages and rural areas would remain unchanged. Although no major restructuring of local government would be required, many of the small and economically weak municipalities would require significant strengthening.

MAXIMUM DISPERSION



TECHNIQUE #2

In many respects, maximum specialization could be considered the exact opposite of the maximum dispersion described on page 15.

Under a policy of maximum specialization, each part of the region would concentrate its future economic growth into one activity or one closely related group of activities.

A few large towns and cities would undergo substantial growth, and each would adopt a special character and function. Peterborough, for instance, might specialize in education and research; Port Hope-Cobourg might concentrate on trade, commerce and public administration; Belleville-Trenton on manufacturing. Access between these centres and the rural areas would be improved, so that all residents could take advantage of each centre's specialties.

Under such specialization, a natural role for Bowmanville would be to serve as a dormitory town for Metropolitan Toronto and Oshawa. The area of southeastern Lennox and Addington County could do the same for Kingston.

In the Shield area, Haliburton or Bancroft or both would specialize as large service centres for tourists.

Farming would be concentrated into fewer, larger and more economic units, on the best land in the southern portion of the region.

Future development in the entire Shield area, the Kawarthas, the Trent Waterway and all the shoreline of Prince Edward County would be directed toward tourism and recreation.

With most of the jobs concentrated in a few towns and cities, most of the population growth would naturally occur there. Whatever growth took place in the rural areas would occur close to cities and towns and would be prevented from scattering throughout the region.

Such specialization would almost certainly call for a restructuring of local government to enable municipalities to co-operate closely and share resources.

MAXIMUM SPECIALIZATION



TECHNIQUE #3

As a comparison between this map and the previous map shows, opting for maximum concentration of growth would bring about quite a different pattern than the one resulting from maximum specialization.

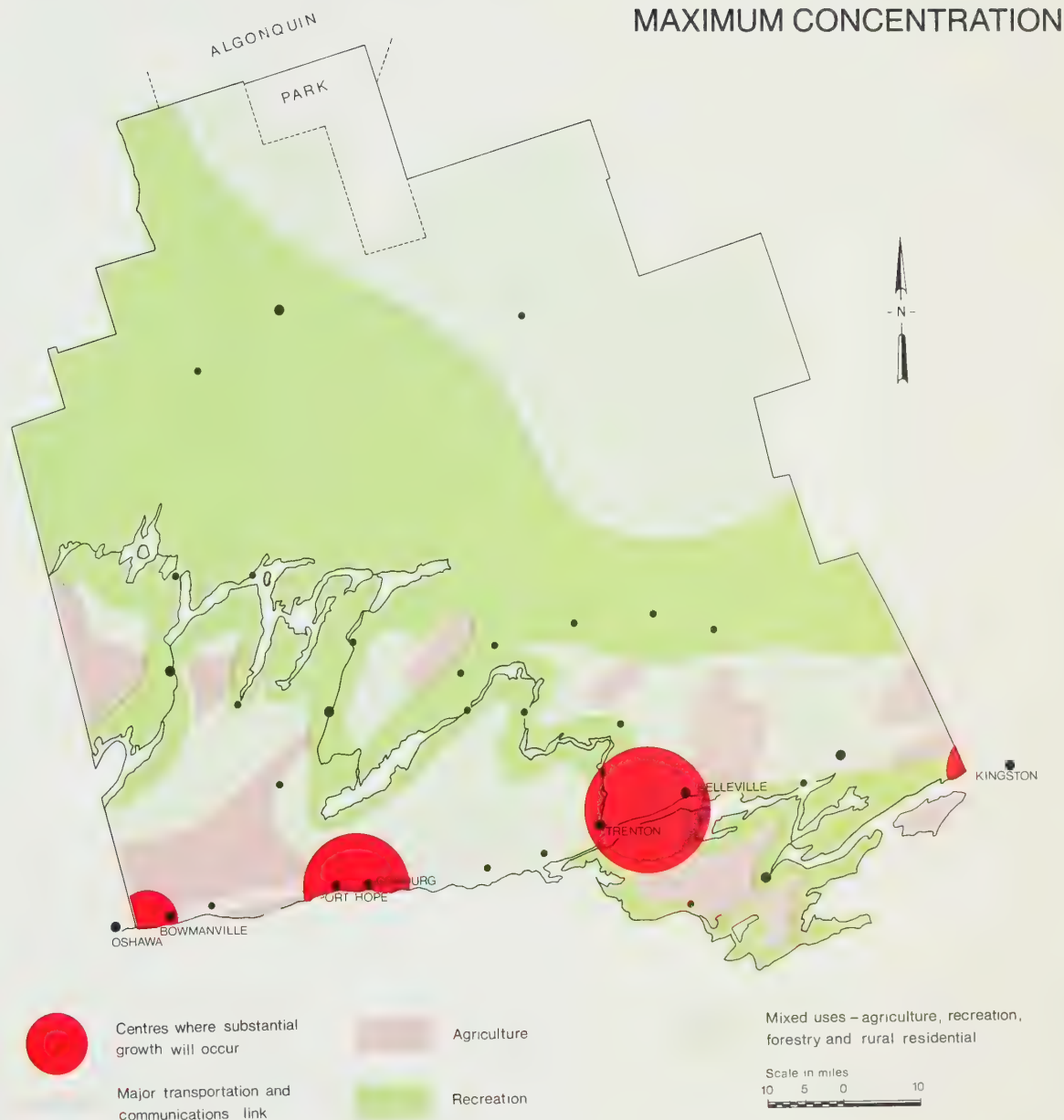
Maximum concentration would mean encouraging nearly all the growth in a very few communities: say Port Hope-Cobourg and Belleville-Trenton. Each community would develop a highly diversified and sophisticated economy and would provide a wide range of jobs, especially in manufacturing, trades and service industries. They would also support very specialized social facilities (e.g. an opera house, cabarets, a large legitimate theatre, club complexes for golfers, curlers and swimmers).

Agriculture would be concentrated in a few well-suited areas. The region's best recreation areas would be devoted solely to tourism and recreation. Forestry would be encouraged in the eastern parts of the Shield. Towns and villages in these areas would provide only basic services and would scarcely grow.

Good transportation links would be needed to connect all other parts of the region to the growth centres, especially since development would be restricted everywhere except in the communities designated for expansion.

The trend toward rural residences would be curtailed.

Any plan based on these techniques would depend for its success on the growth centres and surrounding townships developing a high degree of co-ordination.





“With developments dispersed
and the population scattered,
roads, water supplies
and other services would
become unusually costly”



SOME QUESTIONS TO HELP YOU DECIDE THE BEST APPROACH FOR YOUR REGION

Each approach described on the previous six pages has its strengths and its drawbacks. Even if one approach seems superior to all the others, it is important to remember that the actual working plan cannot be as simple as the techniques described earlier. So it is not a matter of picking Technique I, II or III. Rather, it is a matter of understanding what results can be obtained from various techniques — and then deciding which results are most desirable. The approaches detailed earlier do not, by any means, exhaust the possibilities.

Regardless of which approach is being considered, certain limitations and realities must be kept in mind. Among these are the influence of the Toronto-Centred Region and the impact of the new international airport at Pickering.

Whatever may seem like the most appropriate and desirable approach, some compromises will inevitably be necessary. For instance, in practical application, certain goals may conflict with each other, and decisions will have to be made as to which goal is given priority. Similarly, the solution to one problem may conflict with the solution to another, and, again, a compromise must be arrived at.

As well, any workable plan is likely to include combinations of various approaches and policies, designed to take special local needs into account. What those compromises and combinations should be are questions the people of the region should help decide. To do so, they should consider these questions:

1. *What are the social and economic benefits?* If economic growth could be dispersed widely, its benefits — including income — would also be dispersed. On the other hand, heavy concentration of population and economic activity in the lowlands would mean considerable increases in social services, jobs and income for the people who are there, but will mean little benefit to those in the Shield.

The concentrated approach is almost sure to be more efficient simply because there are cost-saving advantages in bigger operations and in integrated activities. The end result would be a greater rate of growth for the region as a whole than would occur if economic activity were dispersed and these cost-saving advantages were never realized in any part of the region.

The advantage of concentration would also work in favour of social services and community facilities. The larger the centre, the wider the range of services it can offer. Thus, concentration of population would raise the standards of schools, colleges, universities, hospitals, shopping and entertainment. Once again, however, such advantages would not be of much help to the people in the more remote parts of the region.

On the other hand, dispersement would lower the standards of most services and either limit their variety severely or increase their cost enormously.

2. *How will various techniques affect the way of life in the region?* Even if a plan is never implemented, the region is bound to change. Some change is already under way. Growing numbers of people are moving to the larger towns to find work and to have easier access to shopping, schools, hospitals, entertainment and other community services. Other people are moving into the rural areas and commuting into town.

The types of available jobs are changing. In the past, the range has embraced a broad variety — jobs in agriculture, forestry, manufacturing, trades, services and the professions. Now the choice is narrowing noticeably to jobs in the service industries.

These changes could be accelerated or modified — depending on the nature of the regional development plan.

If growth were dispersed throughout the region, some of these trends in population movement and jobs would be reshaped. Even at that, by the year 2000, the region's system of cities and towns would still be quite similar to today's. Agriculture would remain a major employer, and the family farm would be encouraged to continue as an important institution — perhaps at the expense of increased income.

Concentration of population and economic activity, on the other hand, would accelerate the changes now taking place in the region. Most of its people would live in one or two major cities. These cities would, therefore, be considerably larger than either Belleville or Peterborough is now. Their people would experience more of the benefits and costs of city living.

While population concentration was altering cities and towns, the character of the countryside would also be changing as land use became more specialized. Working farms would be found only on the best land. Much of the rest of the countryside would be "week-end farms" or the rural residences of people working in the cities. Rural communities would not increase much in size.

3. *What are the costs?* This is a question that cuts two ways. A dispersed population would be difficult and expensive to service (long water-mains, hydro lines and sewers, elaborate networks of roads, long hauls for school buses and garbage trucks, and so on). What is more, such extra costs can no longer be shrugged off as they might have been in days when people were less concerned about the hazards of pollution.

A concentrated population would be easier to service with water and sewers. However, a costlier yet more efficient transportation system would be needed to link the main growth centres with the rest of the region.

These questions and implications are just some of the considerations which must

be given to any prospective plan for the region. How these and other factors are weighed and assessed should help determine the shape of the plan that is ultimately adopted.

WHAT IS POSSIBLE IN THE REGION?

Clearly there are practical limits to what can be done. The potential growth of the region is limited, and has to be related to the growth of all Ontario. The amount of development is geared to the amount of growth; if development takes place in one location it cannot also be expected in another. Suburban shopping centres, for example, may capture business that would otherwise contribute to the prosperity and growth of town centres. Houses built in rural areas will reduce the number that can be built in town.

It might seem desirable to tap the high-speed-rail service running through the region to give good access to Toronto and Montreal. But stops along the way would destroy its effectiveness. Even more obviously aircraft flying between these cities could not touch down to suit the convenience of people in the region.

There are many other cases where things that some people would like are not feasible. It is not possible to give people in remote areas the advantages of living in town any more than those in town can be given the solitude of the countryside. It is not possible to exploit rural areas with cottages and homes and still retain the open rural quality they started with. It is not possible to divide the most attractive waterfront and scenic areas into private lots for cottages and still retain the same features for the enjoyment of tourists and visitors.

In many cases choices will have to be made — hard choices that will please some and disappoint others. In all cases it will be necessary to be realistic about what is possible and to assess which choices will be of greatest long-term benefit to the region.

HOW YOU CAN PLAY A PART

This report discusses some of the issues facing the Lake Ontario Region and discusses some of the problems that will arise in its future development. It points out the need for a plan and the fact that any realistic plan must take into account the enormous influence of the neighbouring Toronto-Centred Region.

This report does not assume that all growth is good, but it does assume that *some* measure of growth is both inevitable and desirable. It also assumes that the people of the Lake Ontario Region endorse the basic provincial aims of providing job opportunities for all who want them, and of nurturing a social and economic climate in which people, as individuals, can use their capabilities to the fullest.

This report recognizes that to achieve these objectives and cope with important social and economic changes which are otherwise inevitable, the people of the Lake Ontario Region need a degree of regional planning that has not been necessary in the past.

There are no pat solutions or final answers in this booklet. What is here is offered as one way of encouraging the people of the Lake Ontario Region to think seriously about the future and help search for the answer to one fundamental question: "What kind of region do we want?"

Soon after this report is issued, a series of public meetings will be held to discuss the contents and to give everyone who is interested a chance to react to it.

Briefs and other submissions are also invited, for they can be most useful in helping to create a plan that truly reflects the wishes of the people.

To make any regional plan a success there must be a solid effort from all levels of government, plus a full, frank and thoughtful expression of views from municipal organizations, other public groups, businessmen, industrial leaders, farmers and other citizens.

Only with your help and participation can this program provide the guidance and controls that will help your community cope with — and benefit from — the changes that lie ahead.

"To cope with important social and economic changes that are otherwise inevitable, the region needs more planning than has been necessary in the past"

You are invited to send your comments to:

The Honourable W. Darcy McKeough,
Treasurer of Ontario,
Queen's Park,
Toronto, Ontario

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